

Recreation Fee Permanent Appropriations

Program Components	FY 2006 Actual	FY 2007 CR	FY 2008 Estimate	Change From FY 2007 (+/-)
Recreation Fee Programs¹	158,691	169,187	174,187	+5,000
Recreational Fee Program	[135,076]	[147,987]	[152,987]	+5,000
America the Beautiful Pass		[15,000]	[20,000]	+5,000
Deed-Restricted Parks Fee Program	[1,403]	[1,200]	[1,200]	+0
National Park Passport Program	[22,212]	[5,000]	[0]	-5,000
Transportation Systems Fund	7,045	7,075	7,100	+25
Yellowstone NP and Grand Teton NP Specific Permanent Appropriations²	249	563	580	+17
Educational Expenses, Children of Employees, Yellowstone NP	[236]	[550]	[567]	+17
Payment for Tax Losses on Land Acquired for Grand Teton NP	[13]	[13]	[13]	+0
Total Receipts	165,985	176,825	181,867	+5,042
<i>Total FTE Requirements</i>	<i>1,332</i>	<i>1,332</i>	<i>1,332</i>	<i>+0</i>

¹ Starting in FY 2007, the new pass revenue is included in total Recreation Fee Programs revenue. The FY 2006-2007 amounts for the former pass program (National Park Passport Program) are included within the Recreation Fee Programs for comparison purposes.

² The Payment for Tax Losses on Land Acquired for the Grand Teton NP account is combined with the Educational Expenses, Children of Employees, Yellowstone NP account for presentation purposes, in accordance with Administration policy. Separate accounting is maintained for each item in this section.



Overview

This section includes several permanent appropriations that are derived from recreation entrance and use fees paid by visitors. They will be discussed as program components of the over-arching Recreation Fee Permanent Appropriations umbrella. In the past, the NPS was authorized to collect a variety of entrance and use fees under several acts of legislation. On December 8, 2004, the President signed the FY 2005 Omnibus Appropriations bill that included Title VIII – Federal Lands Recreation Enhancement Act (FLREA) of H.R. 4818 authorizing recreation fees to be collected by the National Park Service, the Fish & Wildlife Service (FWS), the Bureau of Land Management (BLM), the Bureau of Reclamation (BOR) and the Department of Agriculture's Forest Service (FS). FLREA combined several of the previous authorities and established the "America the Beautiful National Parks and Federal Recreational Lands Pass" (Interagency Pass) to replace the National Parks Pass, Golden Eagle, Golden Age and Golden Access passes. The bill repealed some sections of the Land and Water Conservation Act, the Recreation Fee Demonstration Act, and the law authorizing the National Park Pass. Consequently, the performance estimates in the graphs and narrative reflect the transition period from multiple authorities to full implementation of a single authority, FLREA.

At a Glance...

FLREA

NPS policies have been revised to transition from the Fee Demo processes and policies to the new law with an emphasis on interagency reporting and accountability.

- The NPS continues to retain 80 percent of fee receipts for use at the collecting park. Parks collecting less than \$500,000 will retain 100 percent.
- The remaining 20 percent will be allocated at the discretion of NPS Director within the FLREA expenditure categories.
- Interagency pass replaces National Park Pass.
- Cost of fee collection is paid for from the recreation fee funds retained at each park.
- An estimated \$100 million of fee revenues in FY 2007 and \$85 million in FY 2008 will be directed to meet the President's commitment to eliminate the NPS deferred maintenance backlog.

FLREA gives the NPS the 10-year authority, as part of an interagency program, to collect, retain, and expend recreation fees on projects with a direct visitor connection that repair, maintain and enhance facilities, provide interpretation, information, or services, restore habitat directly related to wildlife-dependent recreation, and provide law enforcement related to public use and recreation. The bill allows the expenditure of revenues to improve the program's management and customer service through fee management agreements, reservation services, direct operating or capital costs but caps at 15 percent the use of revenues for administration, overhead and indirect costs. Since 1998, \$1 million in ONPS appropriations has funded a limited amount of central and regional office oversight and management of the fee program. With the growth of the program to over \$160 million the ONPS investment is currently realizing a 160 percent return. The NPS will use FLREA to fully support efficient effective program management by utilizing revenues to support the National Recreation Reservation Service (NRRS), increased use of technology and automation to streamline collections, increase expenditures through implementation of the Recreation Fee Comprehensive Plan and improve project management capabilities.

Early in the NPS Recreational Fee Demonstration program's implementation concerns were expressed about the types of projects being funded. In response, DOI and Congress agreed on a detailed review process for NPS recreation fee projects. Since that time NPS has instituted significant review and accountability measures to assure that fee dollars are spent on priority needs and are being used to address identified performance goals, such as reducing the average cost of collection and contributing towards improving the condition of park infrastructure assets. With the passage of FLREA, the need to streamline the approval process for NPS fee expenditures was addressed in the FY 2007 appropriations language. The revised approval process was deployed in FY 2007 and with the FY 2008 greenbook will be fully implemented. Per the new approval process, the Performance Review section below contains the summary graphs of the 2007-2011 5-year plan for fee expenditures and the list of new and major alteration capital asset projects for 2008-2011. In FY 2009, the Recreation Fee 5-year plan will align with the other programs and the Greenbook years of FY 2009 – 2013.

For the period 1996 – 2006, an estimated \$1.4 billion has been retained by the NPS under the former Fee Demo and FLREA programs to accomplish visitor related critical deferred maintenance and FCI improvements, enhance visitor experience and access, and pay for the costs of collection.

NPS Budgetary Resources: Recreational Fee Programs

	FY 2006 Actual	FY 2007 Estimate	FY 2008 Estimate
Unobligated Balance Brought Forward and Recoveries ¹	284,587	298,661	294,848
Total Fees Collected	158,691	169,187	174,187
Total Available For Obligation	443,278	467,848	469,035
Obligations by Project Type			
Facilities Routine/Annual Maintenance	65	500	1,500
Facilities Capital Improvement	4,500	8,000	5,000
Facilities Deferred Maintenance ²	72,500	85,000	90,000
Interpretation & Visitor Services	17,500	25,000	24,000
Habitat Restoration	8,912	9,000	10,000
Collection Costs	33,931	34,800	37,000
Law Enforcement (for public use and recreation)	500	2,000	2,000
Fee Management Agreement and Reservation Services	1,639	3,000	4,000
Administrative, Overhead and Indirect Costs	2,387	7,700	9,500
Pass Administration and Overhead ³	4,683	-	-
Total Obligations	146,617	175,000	183,000
End of Year Unobligated Balance	296,661	292,848	286,035
Total Expenditures (Outlays)	148,511	163,200	169,920
Projects Approved for Use of Fees			
Number	2,000	N/A	N/A
Cost	140,000	N/A	N/A

¹ The unobligated balance brought forward does not equal the end of year unobligated balance due to actual or estimated recoveries added to the amount.

² Includes park pass obligations for FY 2006.

³ Represents the NPS transfer to DOI for start-up costs of America the Beautiful Pass.

FY 2008 Program Components Overview & Changes

In FY 2008, FLREA will be fully implemented. Program Components identified under the Recreation Fee Activity in prior years are listed below with overviews and a synopsis of changes resulting from FLREA implementation.

Recreation Fee Programs

National Parks Pass Program: FLREA rescinded the National Parks Pass authority upon implementation of the interagency America the Beautiful pass on January 1, 2007. For FY 2007, receipts are estimated to be \$5 million from National Parks Passes sold through December 31, 2006. Revenue collected under the National Parks Pass authority reverts to FLREA revenue upon implementation of the America the Beautiful pass in FY 2007. The NPS has managed the expenditure of the NPP revenue in conjunction with Recreation Fee revenue so the transition will be seamless. Footnotes to the charts and graphs reflect the addition of NPP revenue.

Deed Restricted Parks Fee Program: Any recreation fees collected by park units at which entrance fees cannot be collected by reason of deed restrictions are retained, used and managed by those respec-

tive park units in a manner similar to FLREA. The authorizing law applies to Great Smoky Mountains NP, Lincoln Home NHS and Abraham Lincoln Birthplace NHS. In FY 2006, \$1.4 million in receipts were collected. For FY 2007 and FY 2008, receipts are estimated to be \$1.2 million. Revenue collected by deed restricted parks will be managed and reported in conjunction with other FLREA. Footnotes to the charts and graphs reflect the addition of deed restricted revenue.

Transportation Systems Fund

Implemented in FY 2000, this separate authorization was not changed by FLREA. The authority allows the NPS to charge a fee for public use of transportation services to all or part of any park unit, and to retain and use the fees only for costs associated with the transportation systems at each unit where the fee is collected. Transportation fees are collected in combination with entrance fees; the cost of collection is funded from recreation fees. Transportation revenues and recreation fee revenues are used in combination to fund these transportation systems operations and equipment replacement. For that reason transportation fees have been included in the park's Recreation Fee Comprehensive Plan (see below). In FY 2007, Acadia NP, Bryce Canyon NP, Cape Cod NS, Castillo de San Marcos NM, Grand Canyon NP, Home of FDR NHS, Kennesaw Mountain NBP, Rocky Mountain NP, Lewis and Clark NHS, Lyndon B. Johnson NHP, Sequoia-Kings Canyon NP, Glacier NP, and Zion NP will collect a transportation fee. For FY 2006, receipts were \$7.045 million and FY 2007 receipts are estimated at \$7.075 million. In FY 2007, the NPS Transportation Management Program will undertake a comprehensive data collection and financial needs analysis focused on specific financial and operating conditions. The objective is to enable WASO, Region and park managements to have a thorough understanding of the current and projected financial needs of these systems and establish baseline performance metrics for operating and financial conditions and develop/test reporting requirements and procedures that can be used to monitor performance over time.

Yellowstone NP and Grand Teton NP Specific Permanent Appropriations

Educational Expenses, Children of Employees, Yellowstone National Park: Fees collected from visitors at Yellowstone NP are deposited in a special fund, as authorized by law, in sufficient amounts to pay the additional costs of educating children of employees stationed at Yellowstone NP. Payments are made to reimburse schools at this remote location for their costs of furnishing educational facilities, including costs to augment teachers' salaries, buy school equipment and supplies, offset students' transportation costs, and to maintain park school facilities. For FY 2007, Recreation Fee receipts that need to be deposited to this account are estimated to be \$0.55 million.

Payment for Tax Losses on Land Acquired for Grand Teton National Park: As required by law, fees collected from visitors at Grand Teton NP and Yellowstone NP are provided to the State of Wyoming in amounts sufficient to compensate for tax revenues lost as a result of Federal acquisitions of land in expanded areas of Grand Teton NP. Amounts may vary because of tax rate changes, withdrawal of additional lands from the State's tax rolls because of Federal acquisition, and gradual reductions by law of the amount due for each tract of land after it is acquired. For FY 2007, Recreation Fee receipts that need to be deposited to this account are estimated at \$13,000.

FY 2008 Program Performance

FLREA provides the NPS the opportunity to improve customer service to the visitors and increase NPS abilities for effective and efficient management. Full implementation of FLREA in FY 2008 will include the following planned activities and accomplishments.

America the Beautiful Pass

Created as part of FLREA, this new interagency pass was launched in January 2007; replacing the National Parks Pass (NPP) and the Golden Eagle, Golden Age, and Golden Access Passports. It will be fully implemented by FY 2008. The interagency pass provides admission to all units of the NPS or FWS that charge an entrance fee and units of the FS, BLM, or BOR that charge a standard amenity fee for 12 months from the date of purchase. The cost for the interagency annual pass is \$80. The interagency senior pass costs \$10. The interagency access pass for citizens with permanent disability and a new, annual volunteer pass for volunteers with over 500 hours of service are free. Based on National Park Pass performance, the FY 2007 receipts are estimated to be \$15 million and the estimated receipts for the fully implemented interagency pass in FY 2008 are \$20 million. In FY 2007, a permanent Interagency Pass Manager and assistant will be hired to oversee the program. The oversight function will be funded from the interagency centralized sales revenue, but supervised by the NPS. The NPS will continue to evaluate and improve the Interagency Pass program in coordination with the other four agencies. Revenue from the interagency pass will be managed and reported in conjunction with other FLREA revenues.

National Recreation Reservation Service (NRRS)

Reservation services for camping and other recreational activities for the NPS, FS, USACE, and BLM will be consolidated in 2007 under a contract awarded to Reserve America with a base performance period through September 30, 2010. The NRRS will implement the reservation services throughout fiscal year 2007 and expects to achieve full integration by spring 2008. When complete, the service will offer trip planning to thousands of federal public lands, advance reservations for over 50,000 federal campsites, and over 1.5 million timed tickets to activities on federal lands. In FY 2007 the NPS will utilize the NRRS for camping reservations at 125 campgrounds in 43 parks and reservations for over 35 unique tours and activities in six parks. In FY 2006, customers made over 300,000 reservations for camping in NPS units and purchased over 1.7 million tickets.

National Point of Sales System (POSS)

In FY 2007 the planning for a national Point of Sales System (POSS) began. In FY 2008, the contracting process will begin for a Servicewide POSS that is standardized, yet flexible, and provides a Servicewide point-of-sale cash register system for effective and efficient collecting, accounting, reporting and management of National Park Service fee collection. In FY 2008, the POSS will allow expansion in the use of technology such as automated fee machines, swipe cards and handhelds. This project supports Management Excellence objectives of the Director's National Park Service Legacy Initiative and 4-year Plan "Doing Business in the 21st Century."

Entrance Fee Pricing Structure

In FY 2006 the NPS launched a four-year program to simplify and align entrance fees Servicewide. The goal of the new pricing structure is to have entrance fees support NPS goals, be consistent, simple to administer and adjust with inflation while providing the public with a pricing structure that is fair, equitable and easy to understand. The model has four pricing categories based primarily on the legislative designation of the site: National Monument, National Historic Site, large destination National Parks and other National Parks. The consistent pricing points were based on services provided and the similarity of resources. In FY 2006, 23 units increased entrance fee rates to align with the new fee structure. In FY 2007, 11-13 units are scheduled to implement the new structure pricing, and in FY 2008 the bulk of the parks (approximately 85) will align with the fee structure model. In FY 2009, the remainder of parks that charge entrance fees will implement the new rates. In accordance with FLREA, extensive civic engagement must be successfully completed by sites before rate changes occur.

Recreation Fee Comprehensive Plan (RFCP)

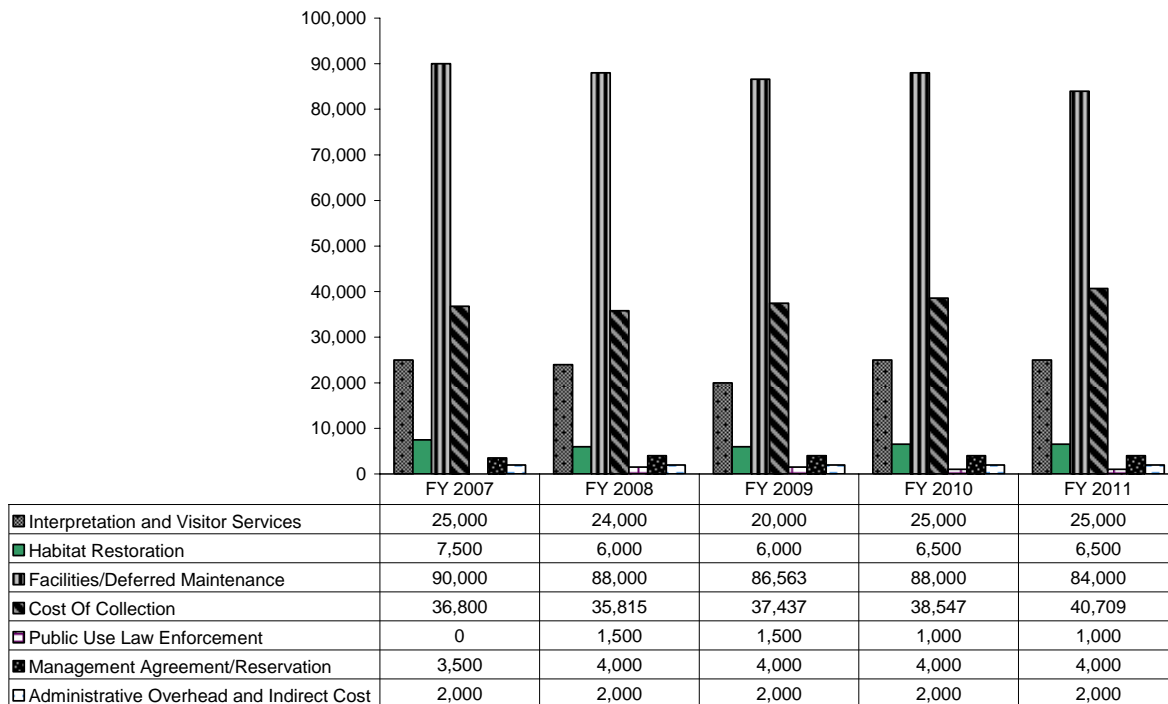
In FY 2006, NPS implemented web-based five-year plans to improve performance by managing the expenditures strategically, to enable efficient reporting and to function as the approval process for each park's revenue expenditures and the approval of the Servicewide revenues. The FY 2007 appropriations language revised the approval process for NPS fee expenditures to incorporate the RFCP as the corner-

stone of the approval process. In FY 2006, all revenue parks completed RFCPs for FY 2007 – 2011 that were reviewed and approved at the regional and national levels. Under the new approval process, once a park's comprehensive plan is approved by headquarters, the park has discretion to re-sequence projects within the approved plan after regional review. The NPS also developed a FY 2007 - 2011 plan for the Servicewide 20 percent funds. According to the new approval process, any projects for new construction or expanded infrastructure improvements costing more than \$500,000 will be identified annually in the budget justification, and considered approved if no response is provided by the Committee within 60 days. The budget justification will also contain summary information about the programmatic uses of fee dollars in the fiscal years covered by the justification. However, the NPS is currently reviewing projects for new construction or expanded infrastructure improvements costing more than \$500,000 that will be accomplished in the FY 2008 -2011 period. The review will also include identifying signature projects that could alternatively be funded with donations and matching mandatory funds through the Centennial Initiative. The final Recreation Fee List and the individual project data sheets for the FY 2008 projects will be provided separately.

RFCP Summary Information

The 5-year plans for recreation fee show a reduction in the unobligated balance for the period FY 2007 - 2011. The charts below indicate that the revenue generating parks plan to obligate over \$90 million in FY 2007 to deferred maintenance and \$88 million in FY 2008. The planned obligations for Cost of Collection show an increase as a result of the capital costs of providing technological improvements over the next 5 years. The limited fluctuation in obligations within the FLREA expenditure categories of Interpretation and Visitor Services, Habitat Restoration, Public Use Law Enforcement, Fee Agreements and Reservation Services, and Administrative, Overhead and Indirect Costs results from consistent adherence to NPS goals and policy for recreation fees, as well as compliance with FLREA. This 5-year plan is scheduled to exceed the targets listed earlier, in the "NPS Budgetary Resources: Recreational Fee Programs" chart.

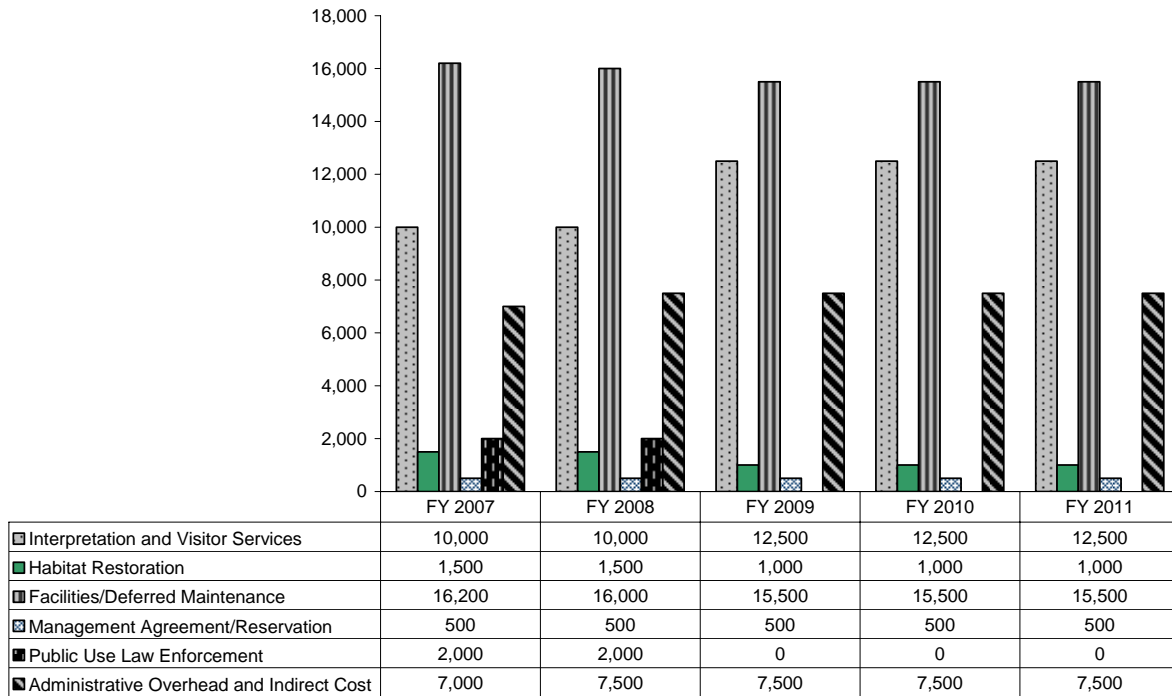
Planned FY 2007- FY 2011 Servicewide 80% Recreation Fee Obligations by FLREA Categories
(Dollars in Thousands)



The FY 2007 - 2011 plan for the Servicewide 20 percent funds also demonstrates consistent adherence to NPS goals and policy for recreation fee revenues, as well as compliance with FLREA. The majority of

the planned obligations address deferred maintenance. In the later years the focus shifts slightly to Interpretation and Visitor Services. The use of the Administrative, Overhead and Indirect expenditure category will support Region and WASO oversight, technical assistance and increase management capabilities in order to meet the programmatic goals including a reduction of the unobligated revenue.

**Planned FY 2007- FY 2011 Servicewide 20% Recreation Fee Obligations by FLREA Categories
(Dollars in Thousands)**



Budget Account Schedules Recreation Fee Permanent Appropriations

Unavailable Collections (in millions of dollars)

		2007	
		2006	estimate
		actual	(CR) ¹ estimate
Identification code 14-9928-0-2-303			
01.99	Balance, start of year.....	1	0
Receipts:			
02.21	Recreation enhancement fee.....	135	163
02.22	Recreation fee demonstration program (Deed-restricted).....	1	1
02.23	Transportation systems fund.....	7	7
02.24	National park passport program.....	22	5
02.25	Deposits for educ. expenses, children of employees, Yellowstone NP.....	0	1
02.99	Total: receipts and collections.....	165	177
04.00	Total: Balances and Collections	166	177
Appropriation:			
05.00	Recreation fee permanent appropriations.....	-166	-177
07.99	Balance, end of year.....	0	0

Program and Financing (in millions of dollars)

		2007	
		2006	estimate
		actual	(CR) ¹ estimate
Identification code 14-9928-0-2-303			
Obligations by program activity:			
00.01	Recreational fee demonstration program and deed-restricted and non-demonstration parks.....	126	157
00.02	Transportation systems fund.....	10	10
00.03	National park passport program.....	20	18
00.04	Educational expenses, children of employees, Yellowstone NP.....	1	1
10.00	Total new obligations.....	157	186
Budgetary resources available for obligation:			
21.40	Unobligated balance carried forward, start of year.....	289	299
22.00	New budget authority (gross).....	166	177
22.10	Resources available from recoveries of prior year obligations.....	1	2
23.90	Total budgetary resources available for obligation.....	456	478
23.95	Total new obligations.....	-157	-186
24.40	Unobligated balance carried forward, end of year.....	299	292
New budget authority (gross), detail:			
Mandatory:			
60.20	Appropriation (special fund).....	166	177
62.50	Appropriation (total mandatory).....	166	177
Change in obligated balances:			
72.40	Obligated balance, start of year.....	77	78
73.10	Total new obligations.....	157	186
73.20	Total outlays (gross).....	-155	-170
73.45	Recoveries of prior year obligations.....	-1	-2
74.40	Obligated balance, end of year.....	78	92

¹ FY 2007 estimates are based on a full year continuing resolution in order to match the FY 2008 President's Budget Appendix.

Amounts may not add to totals due to rounding.

Program and Financing (continued) (in millions of dollars)

		2007	
		2006	2008
		actual	estimate
Identification code 14-9928-0-2-303		(CR) ¹	estimate
Outlays (gross), detail:			
86.97	Outlays from new mandatory authority.....	0	35
86.98	Outlays from mandatory balances.....	155	135
87.00	Total outlays, gross.....	155	170
Net budget authority and outlays:			
89.00	Budget authority.....	166	177
90.00	Outlays.....	155	170

Object Classification (in millions of dollars)

		2007	
		2006	2008
		actual	estimate
Identification code 14-9928-0-2-303		(CR) ¹	estimate
Direct obligations:			
Personnel compensation:			
11.1	Full-time permanent.....	18	19
11.3	Other than full-time permanent.....	28	29
11.5	Other personnel compensation.....	3	3
11.9	Total personnel compensation.....	49	51
12.1	Civilian personnel benefits.....	11	12
21.0	Travel and transportation of persons.....	2	2
22.0	Transportation of things.....	1	1
23.3	Communications, utilities, and miscellaneous charges.....	1	2
25.1	Advisory and assistance services.....	2	3
25.2	Other services.....	54	68
25.4	Operation and maintenance of facilities.....	3	7
25.4	Operation and maintenance of equipment.....	1	1
26.0	Supplies and materials.....	11	13
31.0	Equipment.....	9	10
32.0	Land and structures.....	4	7
41.0	Grants, subsidies, and contributions.....	9	9
99.99	Total new obligations.....	157	186

Personnel Summary

		2007	
		2006	2008
		actual	estimate
Identification code 14-9928-0-2-303		(CR) ¹	estimate
10.01	Civilian full-time equivalent employment.....	1,332	1,332

¹ FY 2007 estimates are based on a full year continuing resolution in order to match the FY 2008 President's Budget Appendix.

This page left intentionally blank.